

TOP SECRET

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B. Reorganization of the USIB Structure under Strengthened DCI Authority

45. John McCone at the first USIB meeting he chaired on 30 November 1961 made clear that the President attached very great importance to the responsibility of the Director of Central Intelligence for coordinating all foreign intelligence activities, as distinguished from his duties as head of CIA. Accordingly Mr. McCone advised the Board that he was arranging for the Deputy DCI to sit on USIB as the CIA representative to present that Agency's position on matters before the Board. Mr. McCone considered that he would then be better able to act or rule independently and generally carry out more effectively his coordinating role. While he noted that it might be necessary to amend NSCID No. 1, the Board members concurred in this procedure. Mr. McCone also informed USIB that General Cabell as DDCI would act as Chief Executive Officer of CIA. 111/

46. On 16 January 1962 President Kennedy by memorandum for the DCI confirmed and strengthened the authority of the DCI to undertake the coordination and effective guidance of the total U. S. foreign intelligence effort. As "the government's principal intelligence officer", he was also to

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

TOP SECRET

TOP SECRET

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

assure proper coordination, correlation, and evaluation of intelligence from all sources and its prompt dissemination to the President and other recipients as appropriate. In fulfilling these tasks the DCI was expected to work closely with the heads of departments and agencies having intelligence responsibilities. The DCI was to serve as Chairman of USIB with a view to assuring efficient and effective operation of the Board and its associated bodies. The President noted with approval the designation of the DDCI as CIA member of USIB. As directed by the President and the NSC, the DCI would establish with the advice and assistance of USIB necessary policies and procedures to assure adequate coordination of intelligence activities. He was also to maintain with department and agency heads a continuing review of the programs and activities of all U.S. foreign intelligence agencies with a view to assuring efficiency and effectiveness and to avoiding undesirable duplication. While continuing to have over-all responsibility as head of CIA, the DCI was expected to delegate to his principal deputy as deemed necessary so much of the direction of the Agency's detailed operation as required to carry out his primary task as DCI. Finally the DCI was to keep the President advised as to his progress and any recommendations to accomplish these objectives. 112/

25X1

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

- 69 -

TOP SECRET

TOP SECRET

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

47. John McCone followed this charter to the letter as DCI under President Kennedy. He understood and acted fully on the concept that his primary responsibilities were concerned with the efficiency and effectiveness of all foreign intelligence programs and activities, and with the proper correlation, evaluation and dissemination of intelligence from all sources. In other words he was to concentrate on improving the overall management of the intelligence community, and on providing the substantive national intelligence required by the President and the NSC. While seeking to achieve coordination of intelligence activities and substantive products with USIB advice and assistance, Mr. McCone carried out his program review functions primarily with the heads of the departments and agencies concerned. Since as DCI he did not have command authority over the programs of intelligence agencies other than CIA, implementation of his views and recommendations stemming from his continuing review of their programs and activities depended essentially upon agreement and support of the responsible department or agency heads, unless he chose to appeal to the President.

TOP SECRET

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

48. His extensive experience as a business executive combined with his tenure as Chairman of the Atomic Energy Commission enabled Mr. McCone to exercise an unquestioned leadership role as Chairman of USIB and coordinator of its committee structure. He used the Board meetings as both a channel for communicating his views and desires, and as a source of advice and support on matters which he considered to be within the Board's purview. While USIB members were free to raise subjects of interest or concern to them, Mr. McCone as Chairman determined what form of disposition should be made of agenda items within the context of NSCID No. 1. With regard to substantive national intelligence estimates or reports, Mr. McCone acted with the conviction that the facts, judgments and predictions should be presented frankly, precisely and without bias in order to serve or anticipate the needs of the policy makers, based in part on his previous regular attendance at NSC meetings during the Eisenhower Administration. In sum Mr. McCone made full use on a regular weekly basis of the facilities and deliberations of the USIB to carry out his role as overall coordinator of the intelligence community and principal intelligence officer to the President and NSC.

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

TOP SECRET

TOP SECRET

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

49. At the 10 January 1962 meeting Mr. McCone referred to the Joint Study Group recommendations regarding the organization of USIB as approved by President Eisenhower and the NSC and subsequently reaffirmed by President Kennedy and Secretary of Defense McNamara. Mr. McCone alluded to discussions with the President and JCS on this subject and the views of Secretary McNamara and the JCS on implementation of any reorganization. Although his position regarding the desirability of an ultimate reorganization of USIB had not changed, Mr. McCone felt in light of his discussions with the JCS that it might be preferable to defer that action. He had therefore recommended to the President and Secretary of Defense that reorganization of USIB not be effected at that time but take place no later than mid-1962. Accordingly, for the immediate future, the composition and functions of USIB were to remain as at present. 113/

50. Although the reorganization of USIB did not actually take place until March of 1964 under President Johnson, Mr. McCone made many changes in the organization and procedures of the USIB structure during the Kennedy Administration. At the end of January 1962 General Cabell retired

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

TOP SECRET

after nearly nearly nine years as DDCI. The DCI and members of USIB forwarded a statement to him expressing their appreciation for his long and distinguished contribution to the work of the Board, the security of the nation and the strength of the Free World. 114/

At its 4 April 1962 meeting, the Chairman and members of the Board welcomed Lieutenant General Marshall S. Carter as the new DDCI and CIA member of USIB. Although he did not have previous intelligence experience as such, General Carter had an impressive background of service as a key assistant to General George C. Marshall throughout much of his latter career. While Mr. McCone concentrated on his primary role as coordinator and principal intelligence officer, General Carter not only supervised the day-to-day operations of CIA but also assisted the DCI generally on matters concerning the organization and procedures of USIB.

51. The USIB committee structure was the subject of an overall review by the DCI Coordination Staff in response to a Joint Study Group recommendation. Prior to completion of that review however the Board took some actions regarding various committees. For example DIA named its representatives to the USIB committees in November 1961. Also as indicated in paragraph 113, Section M, Volume II, the Space Surveillance Intelligence Support Committee (SSISC) was abolished by

TOP SECRET

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

USIB in February 1962 as recommended by its Chairman. 115/
In March 1962 based on requests from State and Defense, the Resistance Intelligence Committee was reconstituted on an ad hoc basis to review the 1958 NIE on "Anti-Communist Resistance Potential in the Sino-Soviet Bloc" and report to the Board its findings and recommendations for community actions on this matter. 116/ In addition, after considering a report by the DCI Coordination Staff, the USIB in March 1962 agreed to merge the COMINT and ELINT Committees into a SIGINT Committee with a full-time Chairman, subject to preparation and approval by the Board of a formal definition ^{of} the term "SIGINT". Lieutenant General John A. Samford, USAF, Retired, and former Director of NSA was designated as the first Chairman in May, and a SIGINT Committee Charter, including a definition of SIGINT, was approved by USIB on 31 May 1962. 117/

52. The Coordination Staff report reviewing the 20 standing and 4 ad hoc committees under USIB was considered at the Board's meeting on 18 July 1962 and with amendments resulted in the following actions:

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

TOP SECRET

TOP SECRET

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

(a) Disestablished the six Committees dealing with International Communism, Procurement of Foreign Publications, Exchanges, Emergency Planning, Critical Communications, and the Cuban Military Buildup, with the understanding that their coordinating functions were minimal or could be assigned to a single agency.

(b) Disestablished the two Ad Hoc Committees on the Berlin Situation and the Arab-Israeli Situation, with the understanding that the Board's continuing review of these situations would be handled through normal estimative machinery.

(c) Approved retention of the Critical Collection Problems Committee subject to revising its charter to permit it to be concerned with collection problems of general community interest, not only when referred by USIB but by another committee or itself, subject to DCI approval.

(d) Approved retention of the National Intelligence Survey Committee (rather disestablishing it as recommended by the Coordination Staff).

(e) Noted that the Chairman would discuss later with the Board the Coordination Staff recommended disestablishment of the Domestic Exploitation Committee and the Committee on Exploitation of Foreign Language Publications.

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

TOP SECRET

TOP SECRET

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

(f) Approved as recommended retention of the eleven Committees concerned with Security, SIGINT, Documentation, Watch, Economic Intelligence, Scientific Intelligence, Joint Atomic Energy Intelligence, Guided Missile and Astronautics Intelligence, Overhead Reconnaissance, Interagency Clandestine Collection Priorities, and Interagency Defector.

(g) Noted that the Ad Hoc Committee on Legislative Proposals re Personnel Security would be disestablished on completing in the near future its assigned function.

(h) Approved that a USIB committee chairman should be selected on the basis of certain principles, and report on his chairmanship to the Chairman of USIB who should evaluate his performance of this task.

(i) Approved that the USIB Secretariat should increase its efforts to ensure that Board papers have had adequate preliminary coordination, and to conduct an effective follow-up system on Board decisions.

(j) Finally noted that the Coordination Staff would, in implementation of the above actions, draft revisions of pertinent DCIDs for early Board consideration. 118/

53. In summary, of the 24 standing and ad hoc committees of the Board, nine were to be disestablished, thirteen were to be

25X1

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

TOP SECRET

retained, and decision was postponed on disestablishing two others. Subsequently the USIB as of 25 July 1963 took the following actions on the Coordination Staff report proposing amendments to DCIDs to reflect the above Board action:

(a) Approved appropriate revisions in DCIDs No. 1/5, 2/3, 2/4, 2/5, 2/6, 2/8, 3/1, 3/5 and 7/1, which included disestablishment of the Domestic Exploitation Committee and the Committee on Exploitation of Foreign Language Publications on which decision had been postponed.

(b) Concurred that no changes were required in DCIDs No. 1/4, 1/11, 2/7, 3/3, 3/4, 4/1, 5/5 or in the NIS Standard Instructions.

(c) Noted that the Chairman of USIB had suspended further action on changes proposed in the charters for the CCPC and the SIGINT Committee on which there were disagreements in the Board on whether the DCI or USIB should approve studies to be undertaken by the CCPC, and whether designation of the SIGINT Committee Chairman by the DCI required only consultation with or also concurrence of the USIB. 119/ Decisions on these latter disagreements were not made officially until April 1965 when, in connection with changes in the wording of the DCIDs to effect DIA's recommendation that Army, Navy and Air Force participation

in USIB committees remain essentially as they were then, USIB made no changes in the existing DCID provisions that problems must continue to be referred to the CCPC by USIB, and that the designation of the Chairman of the SIGINT Committee by the DCI would continue to be in consultation with USIB but not require its concurrence. 120/ This action happened to be recorded in the minutes of Mr. McCone's last USIB meeting.

54. In addition to these changes in the Board's committee structure, the USIB Executive Secretariat was reorganized in connection with the appointment by Mr. McCone in May 1962 of the author, James Lay, as the Board's Executive Secretary while also continuing as Deputy Assistant to the DCI for Coordination. 121/ Instead of reporting through the CIA Deputy Director for Intelligence as before, the Executive Secretary was to be responsible directly to the Chairman of USIB, and the Secretariat was assigned to the Office of the DCI. This arrangement meant that, while the Executive Secretary was a CIA employee and CIA provided administrative and logistic support, the Secretariat was not considered as a CIA component but as a staff supporting the DCI directly in his role as coordinator of the intelligence community. Subject to instructions by the Chairman of USIB, the Executive

TOP SECRET

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

Secretary conducted his work for the Board in an objective, impartial manner rendering service as required on Board matters to all participating members, committees and agencies. Moreover, the Secretariat personnel were reoriented to reflect a community approach and experience, although all individuals assigned to it were supervised by the Executive Secretary who also made their fitness reports, and ~~not~~ ^{were} in any sense considered representatives of their agencies. The Deputy Executive Secretary, rather than being a specialist in the SIGINT field as before, was nominated by DIA with the rank of Colonel to be the alter ego of the Secretary in all respects. CIA provided an Assistant Executive Secretary to work on general Board business, while NSA provided another Assistant Executive Secretary with the rank of Colonel or Lieutenant Colonel who also acted as Executive Secretary of the SIGINT Committee and of the U.S. Communications Security Board. NSA also furnished a communications clerk experienced in SIGINT procedures. With these changes, the Secretariat was and has been generally accepted by both CIA and the other USIB agencies as an unbiased staff supporting the Board in its function of advising and assisting the DCI as the government's principal intelligence officer. The Executive Secretary also was given increased authority to use his judgment in reviewing matters submitted for Board consideration

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

TOP SECRET

TOP SECRET

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

as to whether they were appropriate, adequately coordinated and properly presented. Moreover he was instructed to institute arrangements to facilitate action and approval on USIB matters whenever feasible without scheduling at a meeting, thereby restricting the agenda to the most important and urgent matters requiring consideration by Board members at a meeting. 122/ As a result of these instructions, the number of actions taken by USIB through the circulation of reports by memorandum requesting vote sheets or telephone concurrence increased from around 30 during Fiscal Year 1962 to over 100 during FYs 1963 and 1964, while Board actions taken in meetings decreased from 712 in FY 1962 to 534 and 518 in FYs 1963 and 1964 respectively. Even at that there were an average of nine agenda items per USIB meeting during the latter two years.

55. During the period under review the USIB was asked to consider organizational relationships with and intelligence support for the Special Group on Counterinsurgency (CI), the Arms Control and Disarmament Agency (ACDA), and the National Aeronautics and Space Administration (NASA). In April 1962 General Maxwell Taylor as Chairman of the Special Group (CI) referred a JCS memorandum forwarding essential elements of information (EEIs)

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

- 80 -

TOP SECRET

TOP SECRET

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

for intelligence required for counterinsurgency, to the USIB for appropriate action. 123/ USIB in August 1962 approved a response prepared by CIA, State and DIA representatives which indicated the measures being taken to provide the needed intelligence through NIEs, current intelligence, NIS's, and collection by State, Defense and CIA of information outlined in the EEIs. 124/ Subsequently at the request of the Special Group (CI) USIB noted a BNE memorandum for use by the DCI commenting on a Counterinsurgency Critical List prepared by State which designated countries where the threat of potential or actual subversive insurgency was sufficiently serious to warrant attention of the Special Group (CI). 125/

56. A request by ACDA in March 1963 for participation in the deliberations of certain USIB committees was referred by USIB to CIA and DIA representatives to prepare a coordinated position paper. 126/ Based thereon the DCI sent a letter to the Director of ACDA, after summarizing its contents orally to USIB, which explained the ways in which the intelligence community would afford ACDA all possible cooperation. Instead of placing a permanent representative on the ACDA staff or setting up a special unit in CIA to deal with ACDA's requirements as requested by ACDA, Mr. McCone appointed a liaison officer with appropriate staff in

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

TOP SECRET

TOP SECRET

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

CIA responsible for serving ACDA's needs and authorized to call on all USIB member agencies. The DCI felt that this arrangement would meet ACDA's requirements without establishing a USIB committee on ACDA matters or having ACDA representation on USIB committees or USIB itself, as proposed by ACDA. Rather Mr. McCone suggested that ACDA appear before the committees or the Board when matters of special interest to that Agency were being considered, making such arrangement through the State USIB member. After commenting adversely on ACDA suggestions that USIB make judgments on the range of probable error in estimates of Soviet military capabilities, the DCI emphasized the great difficulty of developing rates of production of military items and in some cases the total inventory. He stated therefore that it was not practical to proceed ^{in disarmament arrangements} on any basis of destroying end items and then concluding what was left by subtraction, but that a safe course would provide for inspection of both destroyed items and remaining inventory. Regarding a question by ACDA of the extent intelligence could contribute to the inspection provisions of a treaty, Mr. McCone felt this should be intensively studied and that intelligence could make a real contribution particularly by its "customary practice of drawing a reasonable conclusion from a synthesis of a wide spectrum of information." 127/ Consideration of the answer to this question has been a continuing subject of USIB deliberations.

25X1

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

TOP SECRET

TOP SECRET

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

57. Although a number of NIEs dealing with guided missiles, space vehicles, atomic energy and overall Soviet military and scientific policies and capabilities had been previously released to NASA, Mr. McCone in February 1963 advised USIB that NASA had expressed a strong desire to assist the intelligence community in areas related to their operational responsibilities in which they had a significant contribution to make. He proposed to invite NASA to send a fully accredited, voting member to GMAIC, and at times present matters of broader concern to USIB itself on his invitation. Circulation by vote sheet of an amendment to DCID No. 3/4 to add NASA membership to GMAIC, however, resulted in approval by all USIB members except DIA, Army, Air Force and Joint Staff who requested discussion in a Board meeting. At the 13 March meeting, the latter members, while agreeing that NASA participation in the work of GMAIC was desirable, expressed the view that full voting membership was not appropriate. The Chairman of USIB, with the concurrence of the other Board members and the Chairman of GMAIC, expressed his conviction that NASA should be a full voting member of that committee so that the intelligence community might benefit from

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

TOP SECRET

TOP SECRET

Approved For Release

 2004/06/24 : CIA-RDP79M00098A000200050001-4

NASA capabilities. 128/ No USIB action was taken at that meeting or at the 28 May and 10 July meetings when the same divergent views were expressed. Consequently CIA made its own arrangements for liaison with NASA. Divergent USIB views on relationships with NASA also obtained with respect to guidelines for interagency handling of space vehicle fragments. A DIA memorandum in November 1962 forwarded for USIB consideration a NASA proposal that it be the government agency responsible for receiving, analyzing and identifying any fragments of space vehicles which fall upon U.S. territory or otherwise come into U.S. possession, except that it would turn over to Defense fragments identifiable as coming from DoD space vehicles. While DIA objected to the first version of the guidelines on the basis that DoD should retain responsibility for technical analysis of foreign space fragments and that NASA should turn over such fragments initially to Defense for analysis, DIA subsequently accepted a second version which afforded complete access to and analysis of these fragments by DoD. 129/ CIA then circulated to USIB its revised version of the guidelines which as finally tabled at the 12 December 1962 Board meeting authorized NASA to conduct for intelligence purposes technical analyses of fragments from space vehicles launched from

25X1

Approved For Release

 2004/06/24 : CIA-RDP79M00098A000200050001-4

TOP SECRET

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

TOP SECRET

foreign countries. This analysis was to be undertaken by NASA or its qualified contractors in accordance with agreements with the DCI to satisfy USIB requirements, and were to be reports/submitted by NASA to the DCI for dissemination to USIB member agencies and others as appropriate. At the 13 March 1963 meeting, the Chairman of USIB advised the Board members that he had a commitment to discuss this the subject with/Deputy Secretary of Defense. At the DCI's request the Board took no action at that meeting and this matter never was brought back to the USIB. 130/

58. Aside from these organizational and procedural actions, the USIB under the leadership of John McCone undertook a wide variety of reviews, modifications and innovations designed to improve the overall conduct, coordination and contribution of the intelligence community. The nature and effects of these developments will be discussed in the following sections by general subject or category or program. As far as the Board's agenda was concerned however it followed essentially a similar format to that used previously; consisting basically of approval of the Minutes, Situation Review (primarily Watch Committee Report), National

25X1

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

- 85 -
TOP SECRET

TOP SECRET

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

Intelligence Estimates and related items, USIB Committee reports, and miscellaneous ad hoc reports, briefings, discussions, presentations and announcements. Of the Board's total actions (1,326) during this November 1961 to November 1963 period, nearly one-third (an average of 16 per month) concerned committee reports with the Committee on Overhead Reconnaissance (COMOR) involved in about 5 per month; the SIGINT Committee in 4 per month; JAEIC, GMAIC and the Watch Committee each about one per month; and in descending order CCPC, Security, NIS, CODIB and IDC each from about six to two times per year. Estimates and related items were the subject of over one-quarter of the Board's actions, Minutes and the Watch Report each accounted for one-tenth, while miscellaneous items constituted the remainder. There were 118 USIB meetings during the 104 weeks of this period with an average of 13 total Board actions per week, and 61 executive sessions throughout the period. These statistics give a clear indication of the extent to which Mr. McCone used the USIB and its structure to give guidance to the members, committees and agencies, and to solicit their advice and assistance in coordinating the national intelligence effort.

25X1

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

- 86 -

TOP SECRET

- 111. Minutes of USIB Meeting, 30 Nov 61, USIB-M-187, Item 1, USIB/S Files. S.
- 112. Memo from the President for the DCI, 16 Jan 62, on carrying out his newly assigned duties as DCI, USIB/S Files. U.
- 113. Minutes of USIB Meeting, 10 Jan 62, USIB-M-194, Item 5.b., USIB/S Files. S.
- 114. Minutes of USIB Meeting, 7 Feb 62, USIB-M-199, Annex, USIB/S Files. U.
- 115. Memo, Exec Sec USIB for USIB, (206, Volume II, above). S.
- 116. Minutes of USIB Meeting, 14 Mar 62, USIB-M-204, Item 7, USIB/S Files. S.
- 117. Memo, Exec Sec USIB for USIB, 18 May 62, sub: SIGINT Committee Charter, including definition of SIGINT, USIB-S-4.2/1 and action in USIB-M-217, 31 May 62, Item 5, USIB/S Files. S.
- 118. Memo, Exec Sec USIB for USIB, 31 May 62, sub: Coordination Staff Report Regarding the Committee Structure of the USIB, USIB-D-27.1/18, and action thereon in USIB-M-225, 18 Jul 62, Item 8, USIB/S Files. S.
- 119. Memo, Exec Sec USIB for USIB, 26 Jul 63, sub: Proposed Amendments to DCIDs to Reflect USIB Action on the Committee Structure of USIB, USIB-D-5.1/4, USIB/S Files. S.
- 120. Memo, Exec Sec USIB for USIB, 12 Apr 65, sub: Membership on USIB Committees, USIB-D-5.1/5, and action in USIB-M-385, 28 Apr 65, Secretary's Note 3, USIB/S Files. S.
- 121. Memo, DCI for USIB, 28 May 62, sub: Appointment of Executive Secretary, USIB, USIB-D-1.3/2, USIB/S Files. OUO.

TOP SECRET

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

122. Minutes of USIB Meeting, 13 Jun 62, USIB-M-219, Item 11, USIB/S Files. S.
123. Memo, Actg Exec Sec USIB for USIB, 30 Apr 62, sub: Intelligence Required for Counterinsurgency, USIB-D-63.6/1, and action in USIB-M-213, 9 May, Item 5, USIB/S Files. S.
124. Memo, Exec Sec USIB for USIB, 15 Aug 62, sub: Intelligence Required for Counterinsurgency, USIB-D-63.6/4, USIB/S Files. S.
125. Memos, Exec Sec USIB for USIB, 13 and 21 Sep 62, sub: USIB Recommendations on Critical Countries Facing Insurgency Threats, USIB-D-63.6/5 and 6, and action in USIB-M-235, 26 Sep 62, Item 8, USIB/S Files. S.
126. Minutes of USIB Meeting, 20 Mar 63, USIB-M-262, Item 5, USIB/S Files. S.
127. Memo, Exec Sec USIB for USIB, 8 May 63, sub: Relationship of U.S. Arms Control and Disarmament Agency with the Intelligence Community, USIB-D-26.2/1, and action in USIB-M-269, 8 May 63, Item 12, USIB/S Files. S.
128. Memos, Exec Sec USIB for USIB, 19 Feb and 7 Mar 63, sub: NASA Support to the Intelligence Community, USIB-D-33.2/3 and 4, and action in USIB-M-261, 13 Mar 63, Item 4, USIB/S Files. S.
129. Memos, Exec Sec USIB for USIB, 14 and 15 Nov 62, sub: Exploitation of Foreign Space Material, USIB-D-33.6/11 and 12, USIB/S Files. S and C.
130. Memo, Exec Sec USIB for USIB, 12 Dec 62, sub: CIA Proposal re Exploitation of Foreign Space Material, USIB-D-33.6/15, and action in USIB-M-261, 13 Mar 63, Item 5, USIB/S Files. C and S.

TOP SECRET

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

25X1 Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4

Approved For Release 2004/06/24 : CIA-RDP79M00098A000200050001-4